

THE TOUCHET DIVISION, WALLA WALLA PROJECT,
OREGON-WASHINGTON

JULY 26, 1965.—Ordered to be printed

Mr. JACKSON, from the Committee on Interior and Insular Affairs,
submitted the following

REPORT

[To accompany S. 1088

The Committee on Interior and Insular Affairs, to whom was referred the bill (S. 1088) to authorize the Secretary of the Interior to construct, operate, and maintain the Touchet division, Walla Walla project, Oregon-Washington, and for other purposes, having considered the same, report favorably thereon with amendments and recommend that the measure as amended do pass.

Committee action in ordering the measure reported favorably was unanimous.

PURPOSE OF THE BILL

S. 1088, which is sponsored by Senator Jackson for himself and his colleague from Washington, Senator Magnuson, authorizes construction and operation, under the Federal reclamation laws, of the multipurpose Touchet division of the Walla Walla project. Although the Walla Walla project extends into Oregon, the Touchet division is wholly in southeastern Washington along the Touchet River.

The facility will bring some 10,000 acres under full irrigation in its initial stages, with deferred water storage for an additional 7,000 acres.

Expert testimony at the hearing shows that the project will reestablish the anadromous fishing run on a very large scale. It is anticipated that when the project is in full operation, the Touchet River will contribute more salmon to the Columbia River fishery than in the days before Lewis and Clark. Works authorized by the bill will provide municipal and industrial water for the city of Dayton, and the reservoir will form the only sizable lake in timbered surroundings in the entire Walla Walla Basin, with facilities for boating, swimming, sport fishing, water skiing, as well as camping, picknicking, and the like.

Also, the project will afford vitally important protection to life and property in the area which just this past winter suffered from two highly destructive floods. Not least important, it will help alleviate the growing problem of water pollution.

The benefit-cost ratio is 2.77 to 1 over a 100-year period. Without both the recreation and the fish and wildlife functions, the benefit-cost ratio of the project is 2.51 to 1. The irrigation function alone is 2.71 to 1. The committee has been advised that each of the project functions, of itself, has a favorable benefit-cost ratio. Revised overall costs of the Touchet division project are placed at \$16,630,000 by the Department of the Interior.

THE COMMITTEE AMENDMENTS

The committee adopted, for the most part, the substance of the amendments recommended by the Department of the Interior and approved by the Bureau of the Budget. Chief among them is the new language in section 3, designed to make the cost-sharing provisions for resident fish and wildlife enhancement and recreation facilities consistent with the guidelines for such cost sharing laid down in the newly enacted Federal Water Project Recreation Act (Public Law 89-72). The new language of section 3 of S. 1008 would make this act generally applicable to the Touchet project.

An exception to the guidelines in the Water Project Recreation Act was quite properly recommended to the Congress by the Executive with regard to the treatment of separable costs of anadromous fisheries enhancement. In this particular regard, collection of user fees by the local public body contemplated under section 3 is clearly not practicable.

The project is expected to produce annually 40,000 salmon, of which the annual allowable harvest will be around 30,000 for both sport and commercial fishermen. About 70 percent of this harvest will take place in the Pacific Ocean and about 30 percent in the lower Columbia River. A portion of the commercial harvest in the ocean will occur in international waters and will be subject to international treaty.

The additional anadromous fish produced as a result of the project will be intermingled with existing anadromous fish in the lower Columbia River and in the open sea. It will not be possible to distinguish the project-produced fish from the other fish in the population.

Sport fishermen from Oregon, Washington, California, Alaska, and other States will fish in faraway waters for the salmon produced by the project. Commercial fishermen from the entire northwestern seaboard of the United States, as well as Canada and other nations will participate in harvests made possible by Touchet.

Another amendment adopted by the committee is the new section 5 which is the so-called surplus crop amendment. In brief, it provides that no water from the project shall be delivered to newly irrigated lands for production of crops which are surplus as defined by the Agricultural Adjustment Act. The committee consistently has written such a provision into irrigation measures in the past several years:

One of the beneficial results of the construction of Touchet will be the taking of lands out of the production of wheat, the prevailing

crop at present, and putting much of the acreage into the production of vegetables and fruits for canning and freezing.

A new subsection, subsection (c), was added to section 1 as recommended by the Department of the Interior to give the Secretary of the Interior authority to allocate enough water to carry out the objectives of the bill with respect to the development of fishery enhancement.

DESCRIPTION OF PROJECT

The Touchet River now is completely uncontrolled. Every year, in the pattern of all tributary streams in the Pacific Northwest, the river floods its valley in the spring, and by late summer the flow is insufficient to meet the requirements for water.

Although some irrigation development was started a century ago, today only 5,000 to 6,000 acres are irrigated, and much of this land does not have a full water supply. Irrigation from the river has been primarily by simple gravity diversion, but in recent years pumping has increased. Water rights on the river have been adjudicated and a complex system of priorities has been established.

A principal physical feature of the Touchet project will be the Dayton Dam on Touchet River a few miles upstream from the city of Dayton. The dam would be a rolled earthfill structure about 200 feet high. It would create a reservoir of 52,600 acre-feet, of which 2,700 acre-feet would be dead storage, 1,700 acre-feet would be inactive storage, 33,200 acre-feet would be conservation storage, and 15,000 acre-feet would be joint storage to be operated on a seasonal and forecast basis for flood control and conservation.

Reservoir right-of-way required for all project purposes totals about 1,470 acres, all now in private ownership. Of this total, only two 20-acre tracts would be acquired specifically for recreation use at an estimated total cost of \$6,000. The balance of recreation-use land requirements as well as fish and wildlife requirements would be satisfied within the area to be acquired for operation of the reservoir; about 390 acres of the reservoir basin are now cultivated, and 15 farmsteads would be inundated. A country road, and power and telephone lines would be relocated.

Facilities for fish enhancement would consist of a trap below the dam, and a hopper and tramway to carry upstream migrants over the dam. Selective level outlets in the dam and a collector system for downstream migrants are also to be provided specifically for fish. The entire reservoir area would be fenced. Recreation facilities would include boat ramps and docks, sanitary facilities, access roads and parking areas, and overnight camp units.

Construction cost estimates include costs of drainage ditches which may be needed, but construction is to be deferred until the need is evident.

Water would be released from the reservoir into the natural stream channel, from which it would be diverted by the irrigators and the city of Dayton through their own facilities, some by gravity and some by pumping.

Irrigation water would be served initially to some 9,960 acres of land; 3,520 acres requiring a full supply, and 6,440 acres requiring only supplemental water. These lands are located in a narrow band along the Touchet River. About 2,000 acres of the service lands are in two older existing irrigation districts.

The remainder are in the newly formed Touchet Valley Irrigation District. The lands are admirably suited to sprinkler irrigation, being about 61 percent class 1. Ownerships are generally in small tracts, and no difficulty is anticipated in complying with the excess land provisions of reclamation law.

ECONOMIC PROFILE

I. Estimated project cost: \$15,709,000 (April 1962 prices); \$16,630,000 (January 1965 prices).

II. Benefit-cost ratio: 2.77 to 1 (100-year period); 2.51 to 1 (less recreation, fish and wildlife functions.); 2.71 to 1 (irrigation function alone).

III. Cost allocation:

	April 1962	January 1965
Irrigation.....	\$5,347,000	\$5,612,000
Municipal and industrial water.....	114,000	110,000
Flood control.....	738,000	808,000
Water quality control.....	1,351,000	1,428,000
Fish and wildlife.....	7,972,000	8,357,000
Highway improvement.....	0	128,000
Recreation.....	187,000	187,000

IV. Cost and repayment summary (April 1962 index):

Item: Division costs¹

Amount: \$15,731,000 (\$15,709,000 plus \$22,000)¹

Deferred costs (unassigned space):

Construction.....	\$2,813,000
Funded operation and maintenance costs.....	22,000

Total.....	2,835,000
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Initial development.....	12,896,000
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Allocation of construction costs reimbursable:

Irrigation (initial development).....	2,534,000
Municipal and industrial water.....	² 114,000
Recreation and fish and wildlife.....	710,000

Subtotal.....	3,358,000
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Allocation of construction costs nonreimbursable:

Recreation and fish and wildlife.....	7,449,000
Flood control.....	738,000
Quality control.....	1,351,000

Subtotal.....	9,538,000
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Total.....	12,896,000
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Repayment of reimbursable construction costs:

By irrigators.....	1,298,500
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By municipal and industrial water users:

Municipal and industrial allocation.....	² 114,000
Irrigation costs.....	300,000

Subtotal.....	1,712,500
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Financial assistance from power revenues.....	935,000
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Public non-Federal repayment on: Recreation and fish.....	710,000
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Total.....	3,358,000
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¹ Includes \$22,000 funded operation and maintenance costs (\$2,200 per year for 10 years).

² Allocated construction costs only. Does not include \$7,000 allocated interest during construction which also must be repaid by municipal and industrial water users.

FEATURES OF BILL

The committee directs the attention of the Senate to certain features of S. 1088 to which particular consideration was given.

Fish and wildlife

As has been pointed out above, restoration of the anadromous fishery in the Touchet and Walla Walla Rivers, is in the national interest. The act of May 11, 1938 (52 Stat. 345), as amended August 8, 1946 (60 Stat. 932, 16 U.S.C. 755-757), recognized the Federal responsibility for anadromous fisheries conservation and development in the Columbia River Basin and authorized the Columbia River fishery development program.

The following is the fish and wildlife cost allocation indexed to January 1965 prices. The committee clearly intends, however, that half of the separable costs of resident fish and wildlife enhancement facilities, and of recreation facilities be borne by the appropriate local public body.

Fish and wildlife cost allocation indexed to January 1965 prices

[In thousands]

Item	Reported costs	January 1965 costs
Separable costs.....	\$5, 730	\$5, 941
Anadromous fish.....	4, 467	4, 628
Fish passage facilities at Dayton.....	(1, 994)	(2, 066)
Fish ladders at existing diversion.....	(9)	(9)
3,400 acre-feet of active storage.....	(1, 769)	(1, 833)
Outlet facilities.....	(695)	(720)
Resident fish and wildlife.....	1, 263	1, 313
Shoreline facilities for anglers.....	(188)	(198)
4,000 acre feet of inactive storage.....	(1, 075)	(1, 115)
Joint costs.....	2, 242	2, 416
Total fish and wildlife allocation.....	7, 972	8, 357
Anadromous fish, separable costs:		
Sport.....	3, 720	3, 841
Commercial.....	747	787
Total separable costs (anadromous fish).....	4, 467	4, 628

Municipal and industrial water

The committee considered the allocation of cost and the water charges for municipal and industrial water as recommended by the Department of the Interior. Under procedures generally approved by the committee, and properly applied by the Bureau of Reclamation, the water charges for municipal and industrial water supply are computed to return at least the total cost allocated to that purpose, with interest, within 50 years. The charges vary widely from one project to another, depending on the cost of providing the water and the delivery or conveyance facilities to be provided. In the Touchet division, the recommended charge of \$10 per acre-foot would meet the requirement for payout and also result in some \$300,000 of revenues which would contribute toward repayment of the portion of the costs allocated to irrigation which is beyond the ability of the irrigators to repay. This proposed water charge would be slightly less than the cost of water from an alternative single-purpose municipal water reservoir at the same location.

The committee urges that the Secretary of the Interior give intensive study to the question of charges for municipal and industrial water supplies from Federal water resource projects and that he submit to the Congress recommendations for uniform policies and procedures for the cost treatment of the municipal and industrial water function.

Recomputation of costs

The cost estimate presented in the feasibility report of the Department of the Interior was based upon April 1962 prices. This was used as the basis of the Department's economic and financial analyses for the report on the bill and for the testimony of the departmental witnesses before the committee.

At the committee's request, the Department checked the cost estimate on the basis of January 1965 prices and found that the total project cost had increased from \$15,709,000 to \$16,630,000. The increase is due to the continuing upward trend in construction costs and right-of-way prices and the inclusion of costs to build the relocated highway to current standards for current traffic instead of replacement in kind.

The cost increase is accounted for as follows:

Indexing construction costs (April 1962 to January 1965)-----	\$550, 000
Right-of-way cost increases-----	243, 000
Highway relocation cost increase-----	128, 000
Total-----	921, 000

Since the feasibility report was completed, the committee also has received the revised benefit computation from the Corps of Engineers reflecting the flood experience of last December and January. The average annual flood benefits attributable to Dayton Dam are now \$49,500, compared with the \$42,150 used in our feasibility report.

Local administration of recreation facilities

The port district of Columbia County, Wash., has indicated its interest in assuming the responsibilities required of a local public body under section 3 of S. 1088.

Costs allocated to new purposes

The Executive recommended to the Congress allocation of costs to two relatively novel purposes: water quality and highway improvement.

The legislative basis for the first such recommendation to the Congress is found in the Federal Water Pollution Control Act Amendments of 1961, and the basis for the second recommendation is to be found in the Flood Control Act of 1962.

The committee concurred with these two recommendations.

COMMITTEE FINDING AND RECOMMENDATION

The Senate Committee on Interior and Insular Affairs, after full hearings and extended executive consideration, finds the Touchet division, Walla Walla project, as proposed in S. 1088, as amended, is a true multipurpose project that would advance maximum use of an important water resource, and would benefit both the region and the Nation as a whole. Each feature of the project is physically and economically justifiable, both individually and collectively. The

project has the support of all Federal, State, and local agencies, and of the residents of the area directly affected.

Accordingly, the committee urges prompt and favorable action by the Congress on S. 1088, as reported.

EXECUTIVE AGENCY REPORTS

The favorable reports of the Department of the Interior and Bureau of the Budget are set forth in full below:

DEPARTMENT OF THE INTERIOR,
OFFICE OF THE SECRETARY,
Washington, D.C., April 6, 1965.

HON. HENRY M. JACKSON,
Chairman, Committee on Interior and Insular Affairs,
U.S. Senate, Washington, D.C.

DEAR SENATOR JACKSON: This is in response to your request for the views of the Department of the Interior on S. 1088, a bill to authorize the Secretary of the Interior to construct, operate, and maintain the Touchet division, Walla Walla project, Oregon-Washington, and for other purposes.

We recommend that the bill be enacted if amended as suggested hereafter.

The Touchet division of the Walla Walla project would be located in southeastern Washington. The principal facility of the division would be the Dayton Dam which would impound a reservoir of 52,600 acre-feet of water, the maximum feasible at the site. These waters would be used for irrigation, flood control, water quality control, municipal and industrial supplies, recreation, and fish and wildlife enhancement.

The cost of the Touchet division, estimated at \$15,709,000 (April 1962 prices), would be allocated among the foregoing purposes as follows:

Function	Cost
Irrigation.....	\$5,347,000
Flood control.....	738,000
Water quality control.....	1,351,000
Municipal and industrial water.....	114,000
Recreation.....	187,000
Fish and wildlife enhancement.....	7,972,000
Total.....	15,709,000

Irrigation water would be supplied initially to approximately 9,960 acres of land, a full supply to 3,520 acres, and a supplemental supply to 6,440 acres that are now irrigated from diversion works on the Touchet River downstream from the damsite, but suffer from seasonal deficiencies in water supply. The lands proposed to be irrigated are of high quality and very well suited to sprinkler irrigation.

Assurance of a full irrigation water supply may be expected to produce a shift in irrigable land use from forage crops to row crops, such as vegetables, for canning and freezing. Water for irrigation will be diverted from the river below the dam into existing distribution systems owned by the irrigators. No distribution facilities are proposed to be constructed in connection with the project, therefore, the words "distribution and" in lines 4 and 5, page 2, should be deleted from the bill. Since distribution of project irrigation water would be

by gravity, reservation of irrigation pumping power from the Federal Columbia River power system is not required. Therefore, the last sentence of section 2 should also be deleted.

The bill would authorize construction of Dayton Reservoir to the maximum practical capacity of the site as proposed in our project report. This would result in an annual water yield in excess of immediate demands. This additional water supply can serve future irrigation or municipal water requirements. The potential irrigable lands in the valley far exceed the area which could be irrigated with that water. Based upon the supposition that the water will ultimately be used for irrigation, the deferred costs for unassigned space, amounting to \$2,813,000 exclusive of funded operation and maintenance costs, have been allocated to irrigation, and are included in the \$5,347,000 figure in the table of allocations above; \$2,534,000 of the irrigation allocation represents costs associated with immediate irrigation uses.

All costs allocated to irrigation would be reimbursable. Paying in accordance with their ability, the water users would return \$1,298,500 of the \$2,534,000 of present-use irrigation costs over the 50-year repayment period established by the bill. The remainder of the present-use irrigation allocation (\$1,235,500) would be repaid from revenues derived from the sale of Federal power marketed by the Bonneville Power Administration.

To reflect the consolidated payout system now in effect for the Federal Columbia River power system, irrigation financial assistance should be indicated as deriving from the system as a whole and not one of its elements. Therefore, the words "from the McNary Dam project" should be deleted from line 24, page 2.

Flood control operation will be based on snow forecast and joint use of 15,000 acre-feet of Dayton Reservoir storage capacity on a seasonal basis. The effectiveness of such an operation plan was most recently demonstrated in the December 1964 floods in the Pacific Northwest. Joint operation of the reservoir for flood control and conservation will require the establishment and operation of a hydrometeorologic network of snow courses, gages, and forecasting equipment. This network is included in the costs of the division allocated to flood control. Pursuant to reclamation law, the flood control allocation would be a nonreimbursable cost. Year-round water quality standards would be maintained by making minimum releases from Dayton Dam. Pursuant to a finding by the Public Health Service that the water quality control benefits would be widespread and national in scope the costs allocated to water quality control would also be nonreimbursable.

The city of Dayton, Wash., has indicated its intent to purchase 1,000 acre-feet of water annually from Dayton Reservoir for municipal and industrial purposes—500 acre-feet would be used during the first 10 years of project operations, and the full 1,000 acre-feet thereafter. Costs allocated to municipal and industrial water supply would be repaid with interest at the rate specified in section 4 of the bill in 50 years, subject to the deferral provisions of the Water Supply Act of 1958, as amended.

Dayton Reservoir is expected to be a popular recreation attraction. It would be the only sizable lake in the area. Recreation uses of the division land and water areas should include boating, swimming, water skiing, camping, picnicking, and hunting. Costs allocated to recreation have been treated in accordance with the administra-

tion's proposed Federal Water Project Recreation Act (S. 1229). Amendments to apply the precepts of that proposed legislation to the recreation aspects of the Touchet division appear later in this report.

Potential fish and wildlife benefits of special significance for migratory fish species exist at the Touchet division. The project plan of development seeks to capitalize upon the opportunities presented. The division will store enough water to enable releases to be made to reestablish anadromous fish runs in the Touchet River. Temperature control over these releases, which is essential, would be maintained by building Dayton Dam with outlet works at several levels. Among the special facilities proposed to be built for anadromous fishery enhancement are a trap, hopper, and tramway to carry upstream migrants over the dam and a collector system for downstream migrants. In the way of local benefits the reservoir would create a lake sports fishery; also, waterfowl hunting opportunities are expected to materialize on project lands.

The interest rate is to be based on the computed average interest rate payable by the Treasury on its 15-year obligations, rounded to the next lowest multiple of one-eighth of 1 percent. Instead of weighting the interest charge downward in this fashion, it should more properly be adjusted to the nearest one-eighth of 1 percent. Accordingly, we recommend that part of line 8, following the comma after the word "issue" and commencing with the word "and," and all of lines 9, 10, and 11 on page 4 to be deleted and that there be substituted instead the following phrase: "adjusted to the nearest one-eighth of 1 percent."

In view of the fact that the fish and wildlife enhancement benefits will be manifested for the most part in increases in anadromous fish runs, and consequently be realized throughout the Columbia River system and at sea by commercial and sports fishermen, we are proposing that the separable project costs of creating this anadromous fish enhancement benefit be treated as Federal cost not reimbursable by the users of project water and facilities. Our suggested amendments regarding recreation and fish and wildlife enhancement so provide. Recreation and fish, other than anadromous fish, and wildlife enhancement benefits accruing in the project area and their associated separable costs would be treated in accordance with the precepts of the proposed "Federal Water Project Recreation Act" (S. 1229). To make applicable our proposal for treatment of costs of the Touchet division allocated to recreation and fish and wildlife enhancement, the following amendments should be made to the bill:

- (1) Delete the word "basic" from line 6, page 3.
- (2) Delete the words "additional development" in line 15, page 3, and substitute the word "replacement".
- (3) Strike the last sentence of section 3.
- (4) Renumber section 3 as subsection 3(a) and add new subsections reading as follows:

"(b) Joint costs allocated to recreation and fish and wildlife enhancement shall be nonreimbursable.

"(c) All costs allocated to the enhancement of anadromous fish species shall be nonreimbursable.

"(d)(1) Except as provided in subsection (c) of this section, if, before commencement of construction of the division, non-Federal public bodies agree to administer division land and water areas for recreation and fish and wildlife enhancement pursuant to a plan of

development and to bear not less than one-half the separable costs of the division allocated to those purposes, and all the costs of operation, maintenance, and replacement of recreation and fish and wildlife enhancement lands and facilities, not more than one-half the separable capital costs allocated to recreation and fish and wildlife enhancement shall be nonreimbursable.

(2) In the absence of such a preconstruction agreement recreation facilities and facilities and project modifications for fish and wildlife enhancement (other than minimum facilities for the public health and safety at reservoir access points and facilities for the enhancement of anadromous fish species) shall not be provided, and the allocation of division costs shall reflect only the number of visitor-days and the value per visitor-day estimated to result from such diminished recreation and fish and wildlife enhancement development without reference to lands which may be provided pursuant to subsection (f) of this section.

"(e) The non-Federal share of the separable investment costs of the division allocated to recreation and fish and wildlife enhancement shall be borne by non-Federal interests, under either or both of the following methods as may be determined appropriate by the Secretary: (i) payment, or provision of lands, interests therein, or facilities for the division; or (ii) repayment, with interest, within 50 years of first use of division recreation or fish and wildlife enhancement facilities: *Provided*, That the source of repayment may be limited to entrance and user fees or charges collected at the division by non-Federal interests if the fee schedule and the portion of fees dedicated to repayment are established on a basis calculated to achieve repayment as aforesaid and if the fee schedule and the portion of fees dedicated to repayment are made subject to review and renegotiation at intervals of not more than five years.

"(f) In the absence of preconstruction agreements as specified in subsection 3(d)(1) lands may be acquired in connection with construction of the division to preserve the recreation and fish and wildlife enhancement potential of the division:

"(1) If non-Federal public bodies agree within ten years after initial division operation to administer division land and water areas for recreation and fish and wildlife enhancement pursuant to a plan of development and to bear not less than one-half the costs of lands acquired pursuant to this subsection and facilities and project modifications provided for those purposes and all costs of operation, maintenance, and replacement of recreation and fish and wildlife enhancement facilities, not more than one-half the costs of such lands, facilities, and project modifications may be borne by the United States and such costs shall be nonreimbursable. Such agreement and subsequent development shall not be the basis for any reallocation of joint costs of the division to recreation or fish and wildlife enhancement.

"(2) If, within ten years after initial operation of the division, there is not executed an agreement as specified in paragraph (1) of this subsection, the Secretary may transfer the possession and control of any lands acquired pursuant to this subsection to any Federal agency or to any person or non-Federal body, for the purpose of recreation, fish and wildlife enhancement, or use as a summer residence, or for the operation on such lands of pleasure resorts for boating, fishing, or any similar purpose, or for any

other purpose which would not conflict with the purposes for which the division was constructed: *Provided*, That no transfer authorized herein, except transfer by conveyance at fair market value under the then existing conditions, shall be made without approval of the President of the United States.

"(g) As used in this Act, the term 'nonreimbursable' shall not be construed to prohibit the imposition of entrance, admission, and other recreation user fees or charges.

"(h) Costs of means and measures to prevent loss of and damage to fish and wildlife resources shall be treated as project costs and allocated among all division purposes."

On the basis of the foregoing proposed amendments, the recreation and fish and wildlife enhancement costs of the Touchet division would be assigned to the reimbursable or nonreimbursable category as follows:

Recreation:

Reimbursable (50 percent of separable costs)-----	\$78,000
Nonreimbursable (joint costs, plus 50 percent of separable costs) --	109,000
Total-----	<u>187,000</u>

Fish and wildlife enhancement:

Reimbursable (50 percent of separable costs attributable to benefits realized at the project)-----	632,000
Nonreimbursable (joint costs, separable costs attributable to enhancement of anadromous fish, and 50 percent of separable costs attributable to benefits realized at the project)-----	7,340,000
Total-----	<u>7,972,000</u>

Amend section 1 of the bill by adding a new subsection "(c)" to read as follows:

"(c) In order to assure a realization of the fish and wildlife enhancement benefits contemplated by this Act, the Secretary shall adopt appropriate measures to insure the maintenance of a streamflow between Dayton Dam and the mouth of the Walla Walla River that is not less than thirty cubic feet per second unless he determines that a water shortage or other emergencies exist or that lesser flows would be adequate for the maintenance of fish life."

The fish enhancement benefits assigned to the Touchet River below Dayton Dam are contingent upon adequate project flow releases for fish life. This subsection is designed to prevent withdrawals of these releases for other uses. It directs the Secretary to take whatever measures he deems necessary to insure the maintenance of a streamflow of not less than 30 cubic feet per second in the Touchet River below Dayton Dam to its confluence with the Walla Walla River and downstream to the mouth of the Walla Walla River. The new subsection recognizes that there may be times when such releases cannot or should not be maintained for various reasons, including water shortages. In such cases, the Secretary will maintain lesser flows for the fish life as well as for other uses.

Since the Bureau's feasibility report was completed, the State of Washington has upgraded its highway design standards. The road which must be relocated around Dayton Reservoir, therefore, will be to a higher standard than the existing road. The incremental cost of that improvement, estimated at \$128,000, would be non-reimbursable under provisions of the Flood Control Act of 1962.

Section 5 of the bill establishes a flat ceiling on the appropriations authorized for the project. To take account of fluctuation in construction costs, and to authorize appropriations for nonreimbursable costs of operation and maintenance, this section should be changed to read as follows:

"SEC. 5. There are hereby authorized to be appropriated for construction of the new works involved in the Touchet division, \$16,630,000 (January 1965 prices), plus or minus such amounts, if any, as may be required by reason of changes in the cost of construction work of the types involved therein as shown by engineering cost indexes and, in addition thereto, such sums as may be required to operate and maintain said unit."

A statement of personnel and other requirements that enactment of this legislation would entail is enclosed in accordance with provisions of Public Law 801, 84th Congress.

The Bureau of the Budget has advised that there is no objection to the presentation of this report from the standpoint of the administration's program.

Sincerely yours,

KENNETH HOLUM,
Assistant Secretary of the Interior.

*Estimated additional man-years of civilian employment and expenditures for the 1st 5 fiscal years (as required by Public Law 801, 84th Cong.)*¹

	1st year ²	2d year	3d year	4th year	5th year
Estimated additional man-years of civilian employment:					
Executive direction.....					
Administrative services and support:					
Administrative officer.....		3.0	3.0	2	1.0
Clerical and stenographic.....					
Total, administrative.....		3.0	3.0	2	1.0
Substantive (program):					
Engineering aids and technicians.....		6.0	6.0	6	2.0
Engineers.....					
Inspectors.....					
Other personnel.....					
Total, substantive.....		6.0	6.0	6	2.0
Total, positions.....		9.0	9.0	8	3.0
Total estimated additional man-years.....		4.8	8.2	6	1.5
Estimated additional expenditures:					
Personal services.....	³ \$200,000	\$165,300	\$266,860	\$286,430	\$103,460
All other.....		1,140,500	6,668,140	5,965,070	603,340
Total estimated expenditure.....	200,000	1,305,800	6,935,000	6,251,500	706,800

¹ Salaries based on scales effective July 1, 1964.

² 1st year activity will utilize general investigation personnel and details from other offices.

³ Advance planning.

EXECUTIVE OFFICE OF THE PRESIDENT,
BUREAU OF THE BUDGET,
Washington, D.C., April 7, 1965.

HON. HENRY M. JACKSON,
*Chairman, Committee on Interior and Insular Affairs,
U.S. Senate, Washington, D.C.*

DEAR MR. CHAIRMAN: This is in response to your request of February 18, 1965, for the views of the Bureau of the Budget on S. 1088, a bill to authorize the Secretary of the Interior to construct, operate, and maintain the Touchet division, Walla Walla project, Oregon-Washington, and for other purposes.

The purpose of the bill is clearly stated in its title.

The Department of the Interior, in a report being submitted to your committee, recommends enactment of the bill with certain perfecting amendments. Accordingly, the Bureau of the Budget would have no objection to the enactment of S. 1088, if amended as proposed by the Secretary of the Interior.

Sincerely yours,

PHILLIP S. HUGHES,
Assistant Director for Legislative Reference.





